SJRBC kmackowiak@macog.com

September 17, 2010

Mr. Jack Mynatt, Budget Analyst Indiana State Budget Agency Office of Management and Budget 212 State House Indianapolis, IN 46204-2796

SUBJECT: FY2011-2012 Budget Submittal Package for the St. Joseph River Basin Commission (Account 1000/122990)

Dear Mr. Mynatt:

Enclosed is the FY2011-2012 biennial budget request for the St. Joseph River Basin Commission. The packet consists of the Agency Overview for the St. Joseph River Basin Commission and an organizational chart. The Overview addresses accomplishments and challenges for FY2009-2010, and identifies what our planned activities will be over FY2011-2012.

The St. Joseph River Basin Commission has historically been fiscally responsible in the operation of the agency. Every effort has been made to produce programs, conduct projects and maintain operations in a manner that uses funding wisely. This has truly been a challenge over the past biennium.

The St. Joseph River Basin Commission has become well recognized as the link between Indiana counties in the Basin regarding water quality issues. Partnering with other organizations and agencies throughout the Basin on projects such as our involvement with local Citizen Advisory Committees, , the local MS4 agencies and others in conducting workshops, and participating in events conducted by other agencies and organizations, we have been able to leverage our funding to further advocate for the River and its tributaries, contribute in an advisory capacity on matters such as landuse impacts on these resources, and improve education and information networks for the citizenry in the Basin. The Basin Commission is a critical link with those counties in Michigan that comprise two-thirds of the Basin. The Basin Commission regularly receives inquires about matters in the River Basin and receives positive feedback from all those served, further confirming the vital unique role of the Commission.

The St. Joseph River Basin Commission continues as the designated contact agency liaison for the Juday Creek Task Force, the Friends of the St. Joe River Association, and other agencies and groups dealing with matters related to water resources, nonpoint source pollution, or water-related best management practices.

Whether through the newsletter, website, quarterly meetings, participation in local environmental and natural resources fairs and events, or hosting workshops and the Annual Symposium, the St. Joseph River Basin Commission serves as a main source of information for matters related to the Basin.

The unique role of the St. Joseph River Basin Commission in preserving and protecting our water resources cannot be filled by any other agency or organization. The challenge to maintain the roles and responsibilities set forth in the legislative purposes is becoming greater as State funding steadily decreases. For this reason we are requesting that you recommend State funding and support for the St. Joseph River Basin Commission for FY2011-2012 at least at the current level or beyond, allowing the Agency's effort in pursuing better water quality and preservation of these resources for future generations.

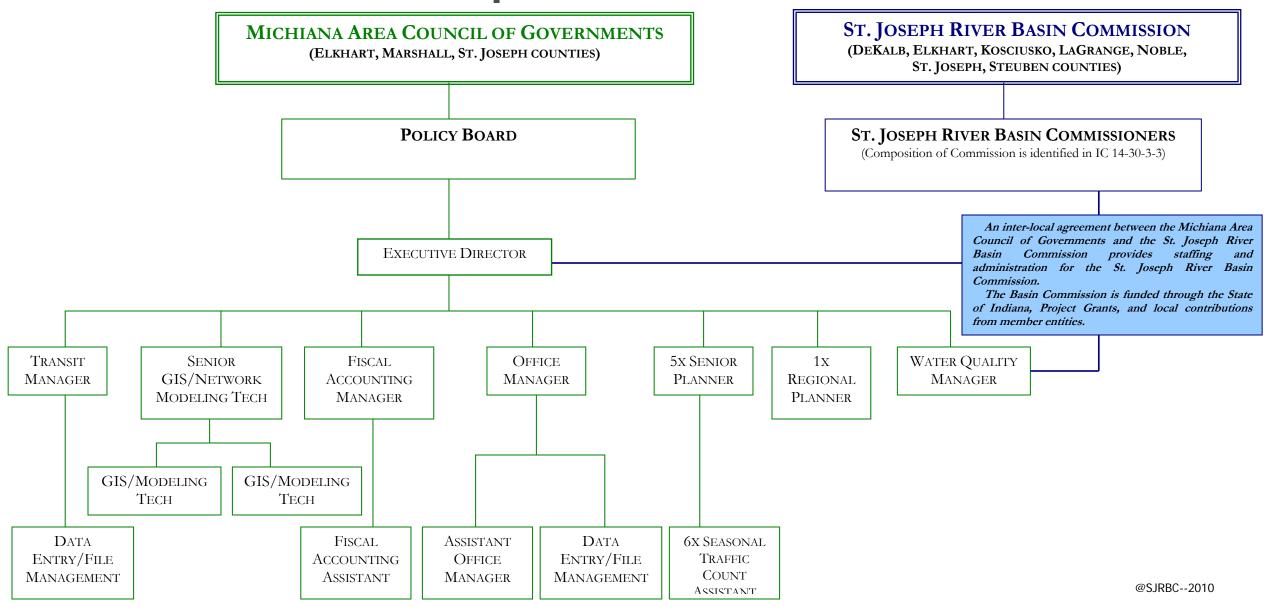
Please contact me at 574-287-1829 or at kmackowiak@macog.com if you have any questions.

Sincerely,

Karen M. Mackowiak Water Quality Manager

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Organizational Flow Chart for the Michiana Area Council of Governments and the St. Joseph River Basin Commission



The enabling legislation addresses the composition of the St. Joseph River Basin Commission. Membership from each participating Indiana county includes:

- ◆ The Executive of each Class-II City (Mayor)
- The Executive of the Municipality with the largest population that is not a Class-II City (Mayor or Town Board President)
- A member of the County Executive Branch (County Commissioner)
- The County Health Officer
- An appointee of the Governor
- ◆ A Representative of the Indiana Department of Natural Resources (ex officio member)

The St. Joseph River Basin
Commission exists to conserve,
enhance and promote the natural
resources and benefits of the
Watershed for the present and future
generations by providing vision,
leadership and means

Activities

Guided by the philosophy, that "increased knowledge and a greater awareness of the value of our natural resources, will serve to protect them from activities associated with increased contaminants entering our waterways", the St. Joseph River Basin Commission has concentrated its attention on the elimination of nonpoint source pollution through education and information sharing, planning and demonstration.

As funding becomes available, The Commission, has developed a number of materials in brochure, booklet, video or computer disc format that highlight pertinent issues that impact water resources. These materials have been distributed throughout the Basin and nationwide.

The Basin Commission regularly partners with various agencies and municipalities to host workshops related to nonpoint source pollution prevention, drainage, stormwater management and erosion control, watershed planning and onsite wastewater (septic system) disposal systems, allowing the local citizenry and policymakers an opportunity to learn the latest information without leaving the region.

The Annual Indiana–Michigan St. Joseph River Basin Symposium serves to bridge the gap between the bi-state border increasing communication and cooperation among policy makers and elected officials regarding water resource issues.

The Basin Commission, upon request, assists communities with water-related outreach programs and in the development of watershed management plans; aiding in administration of the plans if requested.

Finally, The St. Joseph River Basin Commission serves as a liaison between various water quality agencies on a federal, state and local level and continues to be a regional source of water-related information.

St. Joseph River Basin Commission



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The St. Joseph River Basin Commission was established by the Indiana General Assembly in 1988 with a focus to protect water resources

The *St. Joseph River Basin Commission* is an agency of the State of Indiana, comprised of representation from the 7 counties in the Indiana portion of the St. Joseph River Basin.

The agency is dedicated to maintaining or improving the quality of water in the St. Joseph River Basin—both surface and groundwater—for increased fisheries, water recreation and safe drinking water.

The *St. Joseph River Basin* is part of the Lake Michigan Basin and consists of all or portions of the following counties in Indiana:

DeKalb Elkhart

Kosciusko LaGrange

Noble St. Joseph

Steuben

In addition, 8 full or partial counties in Michigan are in the River Basin as well.

Van Buren_{Legislated} Purposes
of the

St. Joseph River Basin Commission

- ◆ Provide a forum for discussion, study, and evaluation of water resource issues of common concern in the Basin
- Facilitate and foster cooperative planning and coordinated management of the Basin's water and related land resources
- Develop positions on major water resource issues and serve as the advocate of the Basin's interests
- Make recommendations on matters related to it's functions and objectives, to political subdivisions in the Basin and to other public and private agencies
- Develop Plans to improve water quality in the Basin.

The St. Joseph River Basin Commission conducts quarterly meetings that are open to the public

March June September December

Basin Facts

- The River Basin has a drainage area of 4,685 square miles
- 400 Lakes (3.5 to 6.00 square miles) are used for swimming, boating and fishing
- There is 600 feet of fall from the River headwaters at Baw Beese Lake, in Hillsdale, Michigan to its discharge at Lake Michigan in St. Joseph, Michigan
- The St. Joseph River Basin—Lake Michigan Basin is 1.6 percent of the Western Great Lakes Basin
- 1,641 miles of significant tributaries flow in the Basin.

Millions of dollars are realized each year by local communities as a result of fishing, boating and other water-related activities within the rivers, streams, and lakes of the Lake Michigan Basin—St. Joseph River Basin.

ACCOUNT NUMBER AND NAME: 1000/122990 (St. Joseph River Basin Commission)

MISSION: The St. Joseph River Basin Commission exists to conserve, enhance and promote the natural resources and benefits of the Watershed for present and future generations by providing vision, leadership and means.

A. ACCOMPLISHMENTS AND CHALLENGES

Driven by the Indiana Legislative purposes as well as goals set forth in strategic planning exercises, the St. Joseph River Basin continues to function as the local entity serving to protect, improve and maintain the water quality of the River and its tributaries in Indiana. The Basin Commission serves as the local contact for information related to the St. Joseph River and its tributaries, and also serves as the lead contact for people in the other portion of the River Basin that extends into Michigan.

The purposes of the St. Joseph River Basin Commission are:

- To provide a forum for the discussion, study, and evaluation of water resource issues of common concern in the Basin;
- To facilitate and foster cooperative planning and coordinated management of the Basin's water and related land resources;
- To develop positions on major water source issues and serve as an advocate of the Basin's interests;
- To develop positions on major water source issues and serve as an advocate of the Basin's interests;
- To develop plans to improve water quality in the Basin;
- The Commission shall explore the desirability of entering into an interstate compact with Michigan to improve water quality in the Basin.

The St. Joseph River Basin Commission was originally organized as the first Indiana basin commission whose intent is water quality rather than water quantity issues. The Basin Commission has targeted nonpoint source pollution issues and watershed management planning as the underlying focus of their activities. Education efforts and outreach, providing a forum for the distribution and exchange of information, and finally reviewing and evaluating landuse projects in the Indiana portion of the Basin, all serve to identify water quality concerns. Working with various agencies, organizations, and individuals also helps to leverage limited manpower and funds.

ACCOMPLISHMENTS

Listed below are the activities completed over the past two years that serve to support the abovementioned purposes and goals.

2008-2010

- The St. Joseph River Basin Commission continued to publish and distribute the newsletter Basin Bites and Technical Tidbits; Newsletter of the St. Joseph River Basin Commission. The Newsletter serves as the main avenue to inform the general citizenry of ways to conserve, improve and protect water resources in the Basin. From the mere distribution of 250 when the first newsletter was published, Basin Bites now has a mailing list of over 2,300. Topics covered in the newsletters include not only highlights of water related activities in the Basin, but also an overview of legislation and issues in the forefront that impact water quality specifically. The newsletter serves as a forum to instill ideas in the minds of the citizenry of the Basin to reduce nonpoint source pollution, and preserve our resources for the future.
- The Juday Creek Task Force under the guidance and management of the St. Joseph River Basin Commission continues to function in an advisory capacity to the St. Joseph County Drainage Board. When the Watershed Management Plan for Juday Creek was developed, the St. Joseph River Basin Commission was designated as the lead agency to gather information, prepare meeting materials and organize meetings to review potential projects in the watershed. Juday Creek is a designated brown trout stream and as such warrants special protection. The Basin Commission maintains all meeting summaries for the Task Force, shares information with other State and Federal agencies involved in permit review and issuance, and maintains the historic records and site plans associated with projects in the watershed.
- The link between the Indiana portion of the St. Joseph River Basin and the Michigan portion of the Basin is accomplished through the Basin Commission's involvement with the Friends of the St. Joseph River Association. Staff and members of the Commission regularly attend the Friends meetings and participate in activities in a joint manner. Over the past biennium this has included supporting efforts for agricultural producers to apply for and receive conservation funding under the AWEP program, aid in highlighting the importance of wetlands in the entire Basin, along with supporting a program under different funding that will inventory current wetlands and serve as a tool for future development that will protect wetlands.
- The St. Joseph River Basin Commission works with various watershed groups at their request, to further the goals set forth in the established sub-watershed management plans. To date, these have included the Baugo Creek Watershed, the Elkhart River Watershed, and the sub-watershed area of the West Lakes area.
- Conducted quarterly meetings of the St. Joseph River Basin Commission. The meetings serve a number of purposes. Whereas the administrative business of the Basin Commission is conducted at these meetings, the meetings also serve as a forum to discuss issues and news related to water quality in the Basin, and also serves to share new information and update to the Basin Commission members by providing speakers at each meeting. Speakers and topics covered during this biennium included:
 - 2007 Elkhart-Mishawaka-South Bend Aquatic Communities Monitoring—LEN KRING, Aquatic Biologist, City of Elkhart
 - Wetlands Issues and Impacts—RYAN CASSIDY, U.S. Army Corps of Engineers
 - o CSONet; An Innovative Approach to Stormwater Management -- Luis Montestruque

- O Managing the Elkhart County Groundwater Program—An Innovative Approach— JOHN HULEWICZ, Elkhart County Health Department
- Agricultural Water Enhancement Program (AWEP) Grant in the St. Joseph River Basin—
 MARTIN FRANKE, LaGrange County Soil and Water Conservation District
- Little Elkhart River-Subwatershed Watershed Management Plan—DAVE ARRINGTON,
 LaGrange County Soil and Water Conservation District
- o Phase II Implementation Plan for the Pigeon River--KAYLEEN HART, Steuben County Soil and Water Conservation District and ERIC HENION, City of Angola
- Watershed Activities in the Baugo Creek Watershed—JOHN RICHARDSON, J.F.New Associates
- The St. Joseph River Basin Commission has served in a local advisory capacity in a number of circumstances including:
 - o The City of Elkhart Combined Sewer Overflow (CSO)Citizens' Advisory Committee (Ongoing)
 - o The City of Mishawaka Combined Sewer Overflow (CSO) Citizens' Advisory Committee (Ongoing)
 - o The Mayor of South Bend Green Ribbon Commission (Ongoing)
 - o The St. Joseph County Natural Resource Conservation Service Environmental Quality Incentives Program Project Priority Committee (Annually)
- The St. Joseph River Basin Commission is represented on the MS4 Education Committee for St. Joseph County. In that capacity, the Commission not only partners in the development of programs that increase the awareness of MS4 requirements, but also participates in various programs and workshops to educate policymakers and decision makers, as well as contractors and the general public. During this biennium the Basin Commission aided in
 - O The development of a field day for contractors focusing on best managements at a construction site;
 - o Notified local contractors, policymakers and the general public of other opportunities to learn about stormwater management and erosion control;
 - o Aided all the MS4 entities in St. Joseph County as they prepared for their first on-site audit by the Indiana Department of Environmental Management
 - O Assisted with a movie screening event focusing on water resources at Indiana University at South Bend.
- It is recognized that educating the public about water quality is a cornerstone of improving and protecting water resources in the Basin. To advance that effort, the St. Joseph River Basin Commission participated in
 - o 2009 DTSB Ecofest, South Bend
 - o 2010 WNIT GreenFest, South Bend
 - o 2010 DTSB Ecofest, South Bend
 - o West Lakes Area Public Information Fair

o Go Green Nappanee

All of these events brought River Basin Commission staff face-to-face with the general citizenry to discuss local water quality issues, and share information about nonpoint source pollution. For each event, a display was developed focusing on a variety of water quality issues, information hand-outs were developed and provided, and in 2010 attendees at the events received a "take-home" consisting of a dog biscuit and a *pick-up-the-poop* message.

- The St. Joseph River Basin Commission serves as a local resource and liaison regarding water resource information or water quality concerns in the River Basin. During the past biennium the staff fielded questions from many citizens regarding water quality in the St. Joseph River, concerns about changing conditions in some of the tributaries in the River Basin and localized flooding conditions throughout the Basin. Staff either provides the necessary information to the questions or makes referrals to the appropriate agency or person. The Basin Commission also received requests to fund local projects such as aquatic vegetation control, sediment removal projects, and water quality testing. The Basin Commission is not in a position to fund these funding requests due to the increasingly low budget the Commission operates under.
- The St. Joseph River Basin Commission hosted a workshop in 2009 entitled "Aquatic Vegetation Control; Balancing Habitat and Nuisance". The workshop included a number of nationally recognized experts in the field of aquatic vegetation control. It was prompted by increasing numbers of complaints and concerns not only by the riparian land owners, but also from local policy makers, that vegetation in the St. Joseph River was getting out of control and resulting in reduced function of the River system and reduced opportunity for recreational uses. The workshop was attended by nearly 75 people and the Basin Commission received good feedback that the information presented aided them in making appropriate control or management decisions.
- Bringing people together from all points within the entire St. Joseph River Basin is the goal of the Annual Indiana-Michigan St. Joseph River Basin Symposium. Highlighting significant water resource issues amongst Indiana and Michigan policy makers and decision makers, identifying shared concerns, and emphasizing the connection of the Indiana and Michigan portions of the River Basin continue to be part of this annual event. Attendance at the Symposium continues to grow since its inception. Nearly 80 people attended both years of the Symposium. Topics covered during the 9th and 10 annual event included:

2009—

- An Introduction to EPA Water Quality Trade Policy--George Azevedo, U.S. EPA—Region 5
- Lessons Learned with the Kalamazoo River Watershed Water Quality Trading Project— Elizabeth Binoniemi-Smith, Match-E-Be-Nash-She-Wish Band of Pottawatomi Indians (Gun Lake Tribe)
- o The role of Wetlands in a Watershed—Rob Zbiciak, Michigan Department of environmental Quality
- Incorporating Wetlands Protection and Restoration into a Watershed Plan—Obstacles and Hurdles—Christine Livingston, Save the Dunes Council

- o Assessing Aquatic Communities in the St. Joseph River—Elkhart and St. Joseph Counties, Indiana--Daragh Deegan, Aquatic Biologist, City of Elkhart, IN
- o Agricultural Best management Practices (BMPS); A Key Component for Improved Water Quality—David Arrington, LaGrange Soil and Water Conservation District
- o SUSTAIN—An Evaluation and Cost-Optimization Tool for Placement of BMPs in Urban Watersheds--Kevin Kratt, Tetra Tech Inc.
- The St. Joseph River Basin Commission has developed a water quality database and continues to request data from various agencies and organizations to develop a more accurate picture of the watershed. This has been a challenge since each sampling site may vary in the number of parameters tested, the frequency of sampling and the method in which the sample is taken. Furthermore, while most agencies are willing to share data, if it is currently in an electronic format, any past data in paper form is more difficult to locate and include in the database for historic purposes.
- The St. Joseph River Basin Commission website—www.sjrbc.com—continues to evolve, with new webpages to address and share needed topics associated with water quality and general environmental issues. This is an ongoing process, as the internet is becoming the best way to reach people.
- The St. Joseph River Basin Commission staff continues to take advantage of opportunities to attend workshops and conferences, webinars and/or meetings related to water resources that will aid in keeping up-to-date and provide new information to share with policy makers and the general public. During the past biennium, staff has attended workshops and seminars or listened to webinars related to topics that include:
 - Water quality monitoring options
 - Choosing the right best management practice for the right result
 - Funding opportunities through the Great Lakes Restoration Initiative
 - FEMA Hazard Mitigation training
 - National Environmental Policy Act transportation training
 - MS4 Annual meetings
- The St. Joseph River Basin Commission regularly reviews funding opportunities, and has developed a number of project proposals in an attempt to gain other funding for water quality projects in the River Basin. To date, none of the small proposals have been funded, but the Basin Commission will continue this effort in the future.

CHALLENGES:

Funding for the St. Joseph River Basin Commission has always been limited, necessitating the Basin Commission to consistently develop lean budgets and refrain from expanding existing programs or developing new programs. The Basin Commission has taken every effort to leverage those funds it receives, serving the water quality needs of the St. Joseph River Basin in areas not covered by any other agency.

One of the biggest challenges facing the Basin Commission is the recognition that regular water quality evaluations are valuable in identifying where our water resources are being impaired. Yet, the Basin Commission does not have adequate funding to conduct comprehensive watershed analysis using laboratory analyzed data. It is also recognized that no one agency currently has a program that regularly evaluates the same water bodies or has a plan that can evaluate ongoing changes to the water body. This is a critical activity that needs to be addressed in the future through more funding.

OBJECTIVES FOR THE NEXT BIENNIUM:

The St. Joseph River Basin Commission will continue to operate on the platform set forth within the legislated purposes identified above, and the goals set forth during strategic planning activities that included

- Education of decision makers and the general public regarding the connection between landuse decisions and water quality impacts;
- Increase participation in and influence of the St. Joseph River Basin Commission, particularly as it relates to bi-state activities;
- Water Quality Monitoring

The St. Joseph River Basin Commission was the first Basin Commission dedicated to improving water quality rather than controlling flood water in its river basin. In that capacity the Basin Commission has fondly been referred to as the "keeper of the River" or the "keeper of Juday Creek" on more than one occasion. The St. Joseph River Basin Commission has learned through conversations with local and regional agencies and individuals, that the Basin Commission serves a local need in providing water quality data, water resource information and education, and serving in an advocacy capacity to evaluate the impacts of landuse activities on the quality of our valuable rivers and streams.

The Commission has a proven record at developing products that educate and inform both decision makers and the general citizenry. The Basin Commission also serves a key role as a liaison to the many local, state, and federal agencies, along with various nonprofit agencies and individuals.

As rules and regulations change, as improved best management practices are developed and new knowledge of those activities that most likely impact water quality are uncovered, there is still a need to inform the public as well as those making the decisions. There is still a local need to evaluate where water quality impairments are and how solutions can be found and met. The St. Joseph River Basin Commission continues to fill that need and gap.

PLANNED ACTIVITIES TO ACHIEVE GOALS AND PURPOSES:

Recognizing the roles and responsibilities the St. Joseph River Basin Commission serves, the following activities are planned for the next biennium:

- o Educate and inform the general public, decision makers and specific target groups regarding matters related to improving and maintaining water quality and protecting water resources in the St. Joseph River Basin. This will be accomplished through a number of means including:
 - Continued publication of Basin Bites and Technical Tidbits; The Newsletter of the St. Joseph River Basin Commission
 - Use of the St. Joseph River Basin Commission website

- Development of new or distribution of existing publications, brochures and booklets related to water quality issues, best management practices, and new developments related to water quality improvements.
- O Build, update and maintain water resource layers within the Michiana Area Council of Governments geographical information system as time permits and information becomes available. These layers could include but are not limited to water monitoring locations, potential groundwater contamination sites, recreational access sites, etc.
- O The St. Joseph River Basin Commission was designated within in the Juday Creek Watershed Management Plan as the lead agency for the Task Force. In this capacity the Basin Commission gathers detailed information necessary for evaluating project impacts to the Creek, conducts Task Force meetings, and distributes summaries and pertinent information to all those associated with the project and Task Force. This could include but is not limited to relevant State and Federal Agencies such as the Indiana Department of Environmental Management, Indiana Department of Natural Resources, Army Corps of Engineers, U.S. Geological Survey, and the U.S. Environmental Protection Agency. Information obtained through the Task Force review is used in the development of permits, mitigation activities and achievement of the Juday Creek Watershed Management Plan goals. The product of this effort is the completion of projects within this sensitive sub-watershed that meet the goals of the owner or developer but also protect the watershed. No other agency produces this type of information, conducts these pre-development meetings with the project manager, and provides the accumulated data to the various relevant agencies.
- O Partner with other agencies and organizations including the Friends of the St. Joe River, local Soil and Water Conservation Districts, local cities, towns and counties, as it relates to achieving the goals of not only the St. Joseph River Basin Watershed Management Plan but those of smaller watersheds within the Basin. As each organization or agency contributes their expertise to achievement of the goals, there is a greater leverage of limited manpower and funds. The end products are determined by the need that brought the partnerships together, whether production of a workshop to meet regulation guidelines, acquisition of grant funds for installation of best management practices, or broad distribution of water quality information.
- O Annually host the Indiana-Michigan St. Joseph River Basin Symposium serving to bring together decision makers and policy makers from both Indiana and Michigan for an exchange of information and updates on matters pertinent to the improvement, protection and maintenance of the water quality of the St. Joseph River and its tributaries. The annual event provides local access to information regarding a number of pertinent water quality issues without a need to travel great distances and commit large amounts of time.
- O Continue developing a framework of the subwatersheds within the St. Joseph River Basin. This could include necessary information pertinent to development of watershed management plans for the subwatersheds. The St. Joseph River Basin Commission will develop a database that will serve as a "one-stop shopping" location for elements needed for an expectable watershed management plan.

REALLOCATION OF FUNDS:

The St. Joseph River Basin Commission is frugal in its spending, and has reduced expenditures whenever possible. However as more funds are placed in reserve, and fewer opportunities for new

funding exists, the overall budget is dangerously small, where reallocation of funds for other activities is not an option.

The St. Joseph River Basin Commission has an Interlocal agreement with the Michiana Area Council of Governments (MACOG) that addresses staffing, office space, computer equipment and software and other related services. Through this agreement, the St. Joseph River Basin Commission contracts for its water quality professional staff person, and administrative, clerical and accounting services.

Staff salary rates, fringe and indirect rates associated with the Michiana Area Council of governments personnel are developed annually into a cost allocation plan, using formulas approved by the Federal Highway Administration, the cognizant agency for the MACOG. Rates and overall budget associated with these three items in the St. Joseph River basin Commission budget are fixed to the Interlocal agreement. The Federal Highway Administration approved cost allocation or FY2011 includes a 49.48 percent indirect and 61.43 percent fringe rate. This is a slight decrease over the past biennium.

The St. Joseph River Basin Commission has aggressively sought local funds with some success; however these are limited due to budgetary stresses that local governments are currently experiencing. These local contributions are minimal, ranging from \$100.00 to \$2,500.00 and have been used as match money when seeking grants. The contributions received do not replace the funds that have consistently been reduced from the State budget. The Basin Commission also seeks opportunities for funding under various federal grant opportunities to fund specific activities and projects. There has been no success in receiving these over the past two years as competition for such has increased, and the total available dollar amount has decreased.

FUNDING REQUEST:

The St. Joseph River Basin Commission therefore requests that the State of Indiana approve at least the current level of funding for 2011-2012, in keeping with the instructions of the Indiana State Budget Agency. Whereas this funding level will not provide the ability to sustain activities at the a level maintained many years ago, it will allow the Basin Commission to maintain its current linkages with other agencies and organizations throughout the Basin, it will allow continued support for those opportunities to educate and motivate the citizenry to preserve and protect our water resources, it will allow the Basin Commission opportunities to build on past initiatives and acquire information necessary for the future improvements and protection of the St. Joseph River Basin.

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